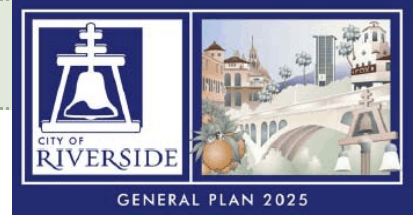


INTRODUCTION



In 2004, the Washington D.C.-based Partners for Livable Communities designated Riverside as one of America's thirty most livable communities. "It's a major, major honor," glowed Mayor Ron Loveridge upon hearing the news.¹ The designation, which the nonprofit organization awards once every ten years, announced to the country what Riversiders have known for years: Our City and our neighborhoods offer a diversity and quality of life that keep generations of families in Riverside. We welcome new faces and business innovators looking to share and contribute to this special place.

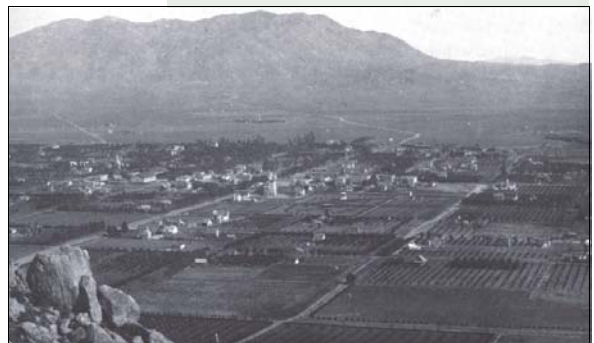
What makes a "livable community?" To us, the qualities are apparent in our fine education system, our network of parks and open space, the broad range of jobs that build our economy, our Downtown, our historic buildings, our exemplary library system that provides opportunities for life-long learning, the four colleges and universities that bring education and arts programs into the community, the recreation and human services programs available to all ages, fire and police personnel who work to keep Riverside safe and the commercial business centers we visit for entertainment and shopping. This list only begins to describe the essence of Riverside. Tangible and ephemeral aspects of our City combine to create a unique environment in which to live, work and play. And sometimes on warm summer evenings, as we sit outside and enjoy the cool night air, we catch the light scent of orange blossoms that reminds us we live in an oasis, away from more urbanized centers to the west.

History and architecture are highly valued here and are seen as assets that create a sense of community. Residents want to preserve what makes the City unique.

Visioning Riverside: A Report from the Community



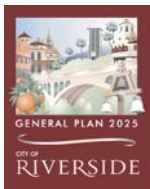
Downtown Riverside, 2004



Downtown Riverside, 1884



¹Riverside *Press-Enterprise*. April 14, 2004.



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OUR PAST HAS DEFINED OUR PRESENT & GUIDES US TO OUR FUTURE

Riverside did not happen by accident. The City has a long, rich history of looking forward. From the early period of Native American presence through the Rancho era, to the City's early founding by industrious adventurers and farmers through the post-World War II period of industrial development and on into the first years of the twenty-first century, Riversiders have carefully planned the use of resources upon the land and have established institutions that have long-lasting beneficial influences on the community.



Main Street, 1915

Maintaining those features that define our community requires foresight and planning, particularly with regard to the physical characteristics of our neighborhoods, business districts, parks and streets.

This General Plan identifies the community's vision for its collective future and establishes the fundamental framework to guide decision-making about development, resource management, public safety, public services and general community well-being. To create this General Plan, our community worked together to craft a vision and define it through text and illustrations. This General Plan reflects the planning desires and values of Riverside residents, the business community, community educators and elected and appointed officials. We express this vision in objectives and policies and implementation tools that will allow this vision to be accomplished.

The Riverside General Plan describes how residents will work to retain the unique character of all of Riverside and the neighborhoods that make up the City, but at the same time, responds to the dynamics of development trends and meets changing community needs. The General Plan serves as a policy guide, balancing these interrelated factors to Riverside's community vision.

RIVERSIDE'S BEGINNINGS

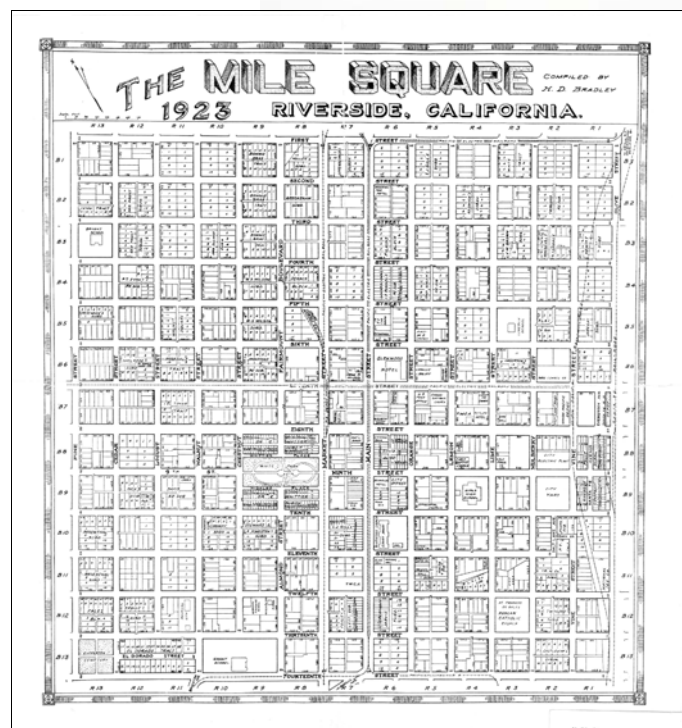
Near great mountains and vast desert areas, yet not far from the ocean, the landscape now known as Riverside occupies a unique natural environment, consisting of many physically and visually connected elements. The La Sierra Hills, Mt. Rubidoux, Box Springs Mountain,

Sycamore Canyon and the southern hills frame the City, collectively forming a scenic backdrop to Riverside as viewed from today's streets, buildings and open spaces. Arroyos carry water from the hills either north to the Santa Ana River or across the alluvial plain on which most of the City is situated, where the natural channels' seasonal waters support a variety of animals and plant life. These arroyos shaped Riverside's geology and its history, as they carried water and sediment down from the mountains to create soil conditions that would be crucial to the City's citrus industry, the core of California's "second Gold Rush."

The Riverside area was originally inhabited by Native American people, including the Serrano, Luiseño, Cupeno, Chemehuevi and Cahuilla. When Spain claimed California, the Spaniards founded a series of missions in what was then known as Alta California. While no missions were ever built in proximity to Riverside, the San Gabriel Mission claimed lands in that area. These lands were used for grazing the herds of cattle and sheep that belonged to the missions.

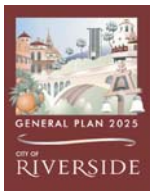
Mexico took over California from Spain in 1822 and granted the mission holdings as political favors. The "grants" were called ranchos, and the names of many communities surrounding Riverside originated with these ranchos: Jurupa, San Jacinto, San Geronio and Temecula.² Riverside was established on what had been Rancho Jurupa and the ranchland of Louis Rubidoux (also once part of Jurupa).

Whereas many Californian towns sprung up as a byproduct of existing commerce or scattered residential development, present-day Riverside was founded from scratch as "A Colony for California." In 1870, Riverside's principal founder, abolitionist judge John W. North, sought a group of "intelligent, industrious and enterprising people" to venture from their traditional eastern cities to build a progressive new



Riverside's Mile Square, 1923

²Riverside County website. <http://www.co.riverside.ca.us>. March 2004.



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town in Southern California from the ground up.³ Founded on September 15, 1870 by North and other entrepreneurs, reformers and adventurers, Riverside was from the beginning a city of careful planning guided by spirited ideals.

Designed on a traditional grid system and covering an area a square-mile wide, the colony's original downtown "Mile Square" district was patterned after downtown Philadelphia. The surveyors for the City laid out the pattern with a plaza occupying the center block, which became White Park, and named the east-west streets in numerical order, from First to Fourteenth, and the north-south streets for trees.⁴ As the original tracts of land did not immediately sell well, lots were combined and sold in chunks, allowing for large estate homes to be developed on property a block long. Mile Square contains numerous facilities and institutions still important today, including John W. North Park, the Riverside County Court House, White Park, Mission Inn and Evergreen Cemetery. This plan also conceptualized a grand Fairmount Boulevard linking Fairmount and White Parks.

RIVERSIDE'S "GOLD RUSH"

Riverside began as town of temporary shacks, subsistence farming and experimental agriculture. Once water became readily available via canals from the Santa Ana River, early residents experimented with a variety of fruit trees with the hope of establishing agriculture in the area. The township was to realize its hopes in the Bahia navel orange, shipped to Riverside from the US Department of Agriculture in the mid-1870s as one of many test fruit trees. Planted in the early 1870s by Luther and Eliza Tibbets, the two bud stocks took surprisingly well to the area's semiarid climate. Word quickly spread of the sweet seedless oranges, leading local growers to request grafts directly from the Tibbets' trees. The buds were so sought after, in fact, that the



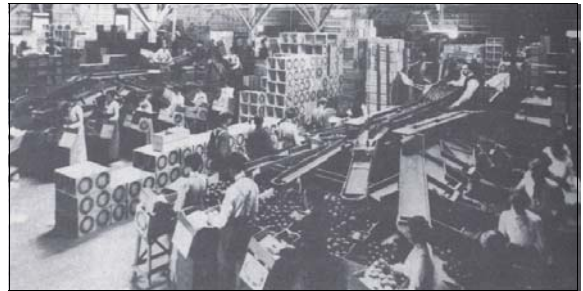
One of the original Navel Orange trees brought to Riverside – City of Riverside Landmark #15

³Tom Patterson, *A Colony for California*. 1971. P.28

⁴City of Riverside website. <http://www.ci.riverside.ca.us/>, March 2004.

Tibbets had to guard their treasured trees by various means, including fencing them off with barbed wire.⁵

The navel orange would become a nationally distributed product, evolving into a larger citrus industry and resultant real estate boom. By 1882, nearly half of the State's half million citrus trees could be found in Riverside.⁶ Even by 1888, when much of the Southern Californian region faced economic decline, Riversiders continued investing in the packing and manufacturing sectors and creating industry innovations, such as the modern refrigerated freight car and improved irrigation systems.⁷ A testament to the importance of the industry, one of the Tibbets' original parent Bahia (or Washington) navel orange trees sent from the nation's capital over a hundred years ago, still stands today in the Magnolia Center neighborhood.



Citrus Packing House, early 1900s

THE COLONY GROWS UP

As with all of Southern Californian cities, water was a necessary ingredient in the founding of Riverside and in every step of its growth since then. The first settlers hauled their water by hand from Spring Brook, about a mile from most homes, until small canals were dug from the river. The explosion of the citrus industry would not have been possible without the expansion of the water supply, and the resulting economic growth called for yet more water to be delivered to the City. At a time when California water laws were becoming more sophisticated and restrictive, entrepreneur Matthew Gage developed a twenty-mile gravity-fed canal system to bring

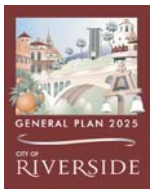


Gage Canal System and Arlington Heights Plan, circa 1880-90s

⁵Tom Patterson, *A Colony for California*. 1971. P. 148.

⁶The Orange Empire of Southern California website. <http://www.orange-empire.com/>, March 2004.

⁷Tom Patterson, *A Colony for California*. 1971. P. 157.



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water from the Santa Ana River to Riverside. Gage gradually accumulated the financial backing necessary to construct the canal, going to England to retain investors and eventually forming the Riverside Trust Company. The canal made the first town-lot expansion possible, adding one hundred acres of the oldest part of today's Eastside neighborhood to the original Riverside site. The canal was completed, and in 1890, the subdivision map for Arlington Heights was filed. Arlington Heights continues its citricultural heritage with the California Citrus State Historic Park, private groves and the Gage Canal system, still in use today.

Riverside the "colony" evolved into a bustling city as established families and newcomers alike invested in the town, especially after the transcontinental Southern Pacific railroad arrived in 1883, the year Riverside was incorporated. Americans, Canadians and Europeans were drawn to the City as a winter destination and cultural center. Many were enticed to remain and make the City their permanent home, and their influences on early planning and architecture can be recognized in today's landscape. The enormous wealth produced by the navel



Union Pacific Train Depot, 1904



orange industry cultivated strong civic pride and afforded numerous cultural amenities, much of which remains throughout Riverside today in its Mission Revival, Spanish Colonial Revival and Craftsman homes; civic buildings; parkways such as Victoria Avenue; and the Mission Inn.

One of the City's many historic landmarks, the Mission Inn, began as the Glenwood Hotel, a two-story boarding home that was built in 1876 by Christopher Miller on land deeded to him by the City in return for his services as a civil engineer. Christopher's son Frank A. Miller transformed the humble adobe structure into a hotel with a grand central courtyard and renamed it the Mission Inn. Frank

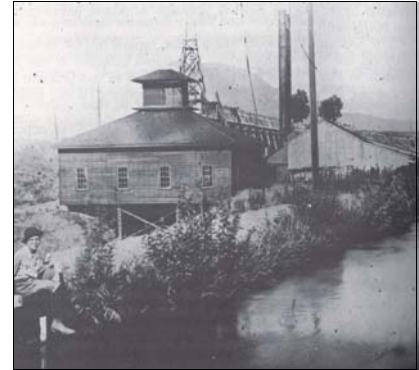


Glenwood Mission Inn, 1902

Miller and his architect, Arthur B. Benton, also developed the "Raincross" logo in 1907 with the intention of giving the growing City a distinct icon.⁸ Models for the logo were a mission bell set in a frame and a double armed cross, an ancient symbol for rain revered by the Navajo. The Raincross design is now widely seen including on street light standards and the City flag.

Riverside continued to expand with the addition of street cars and electric street lights in 1888, which were powered by a small hydroelectric plant on a local canal, the first commercially recognized hydroelectric plant in the State and one of the first in the country.⁹ The plant would eventually become part of the Southern California Electric Company.

The national economic bust in 1893 led citrus growers to market their own crops, giving rise to citrus grower's unions and companies such as Sunkist Growers, Inc. By the mid-1890s, Riverside was listed as the richest city per capita in the nation. Due to a tax dispute and long-standing rivalry between Riverside and San Bernardino, Riverside took on the role as County seat and established Riverside County, which was created from portions of San Bernardino and San Diego counties on May 9th, 1893.¹⁰



Riverside's Hydroelectric Plant, circa 1880s

RIVERSIDE IN A REGIONAL CONTEXT

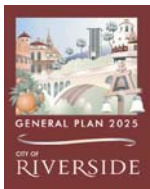
By the turn of the twentieth century, Riverside had established itself as a center of regional importance, both economically and culturally. The success of the City's citrus industry continued to influence other realms of Riverside's development, including education, which has become one of the City's most important resources. The University of California at Riverside was established in 1907 when the California State Legislature launched the Citrus Experiment Station to conduct research on the agricultural problems of Southern California, including the red scale bug. The station became instrumental in maintaining Southern California as the worldwide leader in the citrus industry. The College of Letters and Science opened for classes in 1954, and six years later the Graduate Division was established, marking the beginning of UCR as a UC general campus. Graduate work was conducted early in the



⁸Ibid., p. 148.

⁹Ibid., p. 167.

¹⁰The Orange Empire of Southern California website. <http://222.orange-empire.com/>, March 2004.



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station's history, and today UCR is one of the Country's highest-rated research institutions.

Other educational institutions have been founded over the years as well. In 1950, the Los Angeles Baptist Association opened the doors of California Baptist College in El Monte to students seeking a liberal arts education in a Christian environment. In 1955, after four years of continued growth, the college relocated to larger facilities in Riverside and became a university on September 25, 1998.

Founded in 1922, La Sierra University is located within the La Sierra area of Riverside. Facilities on the University's one-hundred-acre campus include the University Library, museums, an observatory, arboretum, Brandstater Gallery, MICOL computing laboratory, the Learning Support and Testing Center, the Hancock and Stahl Centers and other campus resources.

Riverside City College is one of California's leading community colleges, located on 108 acres in the City's historic Wood Streets neighborhood. The school was opened in 1916 on the site of the former Riverside Polytechnic High School. In keeping with the City's desire to preserve its past, several of the original buildings still stand to serve students today.

THE MILITARY INFLUENCE

Riverside's regional importance was elevated when in 1918 an Aero Squadron training facility was established southeast of the City as a training facility for airplane pilots. March Field was the first base of its kind on the West Coast and played a significant role in the early years of the Army Air Corps, now the U.S. Air Force. Training continued throughout World War II, as thousands of recruits passed through the base. While stays were short, sometimes up to twenty thousand young men and women lived at the base at a time, eventually forming the community now known as Arlanza.

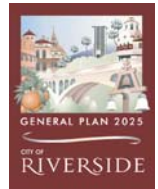
During the post-WWII nuclear age, March Field became March Air Force Base and served as a major Strategic Air Command bomber base and headquarters for the 15th Air Force. March served as a bomber base during the Cold War until 1982, after which the Base's chief responsibility shifted to refueling using KC-10's and KC-135's.

Now known as March Air Reserve Base (MARB), it is the largest reserve base in the U.S., serving every division of the armed forces.



March Field, 1930





The primary mission of the base is that of airlift, transport and refueling. The Base is also home to a division of the California Air National Guard, as well as the location of the U.S. Armed Forces Radio and Television Unit and the U.S. Customs Southwest Interdiction Unit. With the change in the Base's mission, use of the facility is now shared with the March Inland Port (MIP). The Inland Port is under the auspices of the March Joint Powers Authority (JPA), made up by the County of Riverside and the cities of Riverside, Moreno Valley and Perris.

In 1978, Riverside National Cemetery was opened and dedicated as a place for honoring and interring military veterans who have ably served our country. Now the fifth-largest cemetery in the nation for this purpose, the facility attracts visitors to the beautiful seven-hundred-forty-acre grounds and exquisite monuments, including the Medal of Honor Memorial, Fallen Soldier/Veterans' Memorial, a carillon donated by the American Veterans and a Prisoner of War Memorial dedicated in 2003.

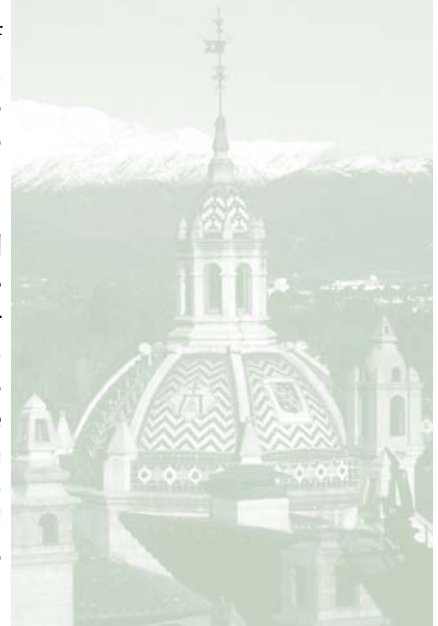
RIVERSIDE IN THE TWENTY-FIRST CENTURY

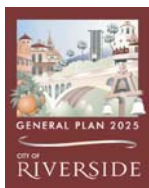
As Riverside entered the twenty-first century, it had grown to be the eleventh most populous city in California, with the largest employment base in the Inland Empire and some of the most significant cultural and historical landmarks in the area. The City has become an attractive housing market primarily for its affordable offerings within a relatively easy commute of the jobs-rich areas of Orange and Los Angeles counties. With three universities and a major community college system, the City hosts one of the largest student populations in all of California, as well as the region's largest concentration of governmental, financial, cultural and judicial services, including branches for the County Superior, U.S. District and Bankruptcy and California Appellate Courts.

Great care has been taken to preserve the natural, agricultural and cultural assets that make up Riverside's soul. The City's heritage is maintained in its strong network of neighborhoods, which are recognized by different signage, street trees and other urban design features. All of Riverside's natural features are linked together and to the City's neighborhoods by a citywide network of parkways and trails. Despite its growth, Riverside has preserved much of its history, particularly in Downtown and the surrounding residential districts, as well as in the Arlington neighborhood. By preserving its neighborhoods, tree-lined parkways, civic centers, citrus greenbelt and many natural open space features, Riverside maintains a visible and tangible link to its past.

"New developments seem to be well thought out with attractive homes, river and parks."

Visioning Riverside: A Report from the Community





INTRODUCTION



Riverside is a city of neighborhoods.

"Many individual families have formed a unique, long lasting bond that has turned the entire block into one big family."

Visioning Riverside: A Report from the Community



GUIDING RIVERSIDE TO 2025

In keeping with its tradition of looking forward and engaging the community in important planning decisions, in 2002 the City undertook a comprehensive Visioning Riverside program as a prelude to updating the General Plan. Riverside's Vision establishes five key themes around which this Plan has been crafted.

How We Work

Riversiders pursue the American Dream. We focus on creating economic development opportunities that provide high-skilled, high-paid employment for all members of our community.

How We Play

Riverside is an oasis. The City combines trees, water and the arts to create a distinctive, comfortable gathering place that enriches the lives of residents and visitors alike.

How We Live

We empower neighborhoods. We listen to each other and pay attention to the details because they matter. Neighborhoods enable the City and residents to work together to solve the needs of all.

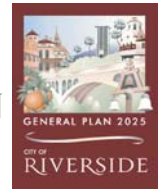
How We Get Around

Riverside has responded to the traffic challenge by becoming a more self-contained city. Residents have easy access to an efficient, multi-option transportation system that enables them to meet their needs within the community.

How We Learn

Excellence in education is the key to economic growth. Riversiders work together to achieve quality education at all levels.

These themes and values were reinforced by the community during 2003-2004 as City staff and consultants worked with the General Plan Citizens' Advisory Committee to develop the objectives and policies that build upon the vision and provide the structure for each of the General Plan elements. Outreach efforts to the community included, but were not limited to:



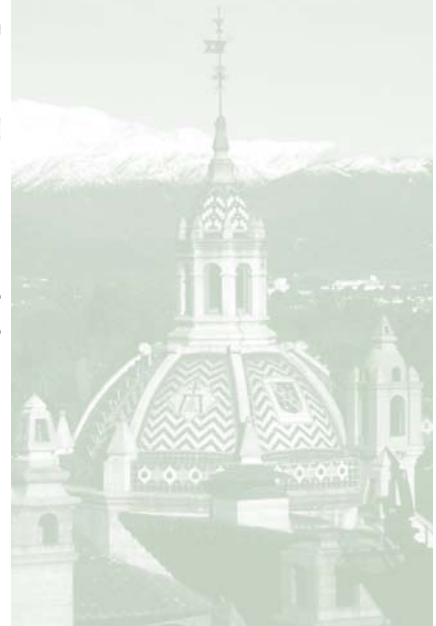
- ❖ Thirteen meetings with a twenty-plus-member Citizens' Advisory Committee consisting of residents and local business people
- ❖ Three meetings with an Arts and Culture Committee, which was instrumental in preparation of the Arts and Culture Element
- ❖ Three meetings with the Market/Magnolia Subcommittee to define specific objectives and strategies for this historic boulevard that extends the length of the City
- ❖ Three meetings with the Education Subcommittee and its representatives from all of Riverside's educational institutions and organizations, which was instrumental in preparation of the Education Element
- ❖ Focused discussions with stakeholder groups, such as business and development interests, recreation enthusiasts, environmental groups, social service providers
- ❖ Meetings with each Division of the Greater Riverside Chamber of Commerce to overview the Program and encourage broad community participation
- ❖ A series of joint study sessions with the City Council and City Planning Commission prior to formal public hearings
- ❖ Two Citizens' Congress sessions for the entire community, which attracted over six hundred participants
- ❖ Public hearings before the Planning Commission and City Council

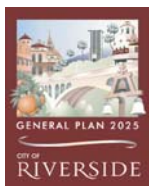


September 2003 Citizens' Congress

ORGANIZATION OF THE GENERAL PLAN

The Riverside 2025 General Plan contains twelve elements, with Table I-1 (General Plan Elements) illustrating how each element satisfies State law requirements for the contents of a general plan.





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TABLE I-1
GENERAL PLAN ELEMENTS

Riverside General Plan Elements	Mandatory Elements							Optional
	Land Use	Circulation	Housing	Conservation	Open Space	Noise	Safety	
Land Use and Urban Design	■							
Circulation and Community Mobility		■						
Housing			■					
Arts and Culture								■
Education								■
Public Safety							■	
Noise						■		
Air Quality(1)				■				■
Open Space and Conservation				■	■			
Public Facilities and Infrastructure		■						
Parks and Recreation					■			
Historic Resources								■

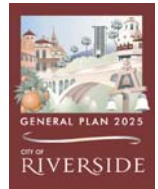
(1) Air Quality is normally a required discussion in the Conservation Element; however, the City has included a separate Air Quality Element.



The Land Use and Urban Design Element is the most commonly used of the elements and describes how Riverside will balance development, economic development and housing goals with community desires to preserve open space resources. The Element defines both the built and natural environments and introduces new mixed-use land use paradigms that will allow Riverside to support more intense development near transit nodes. Importantly, the Element uses Riverside's neighborhoods to shape and focus planning policies.

USING THE GENERAL PLAN

The General Plan is a community document intended for use by all residents of Riverside – not just City staff and decision-makers – and thus the Plan has been written and organized for ease of use. Tables, diagrams and maps help readers understand planning concepts and sidebar notes define terms and direct users to elements addressing related topics or policies.



KEY TERMS USED

As stated above, objectives and policies represent the Plan's foundation. An **objective** is an overall statement of community aim and consists of a broad statement of purpose or direction. For each objective in this General Plan, associated and more definitive policy statements follow. A **policy** provides guidance to the City Council, Planning Commission, other City commissions and boards and City staff in their review of development proposals and other actions taken.

The organization of the General Plan allows users to turn to the section that interests them and quickly obtain a perspective of City policies on the subject. However, General Plan users should realize that the policies throughout all elements are interrelated and should be examined comprehensively. All of these policy components must be considered together when making planning decisions.

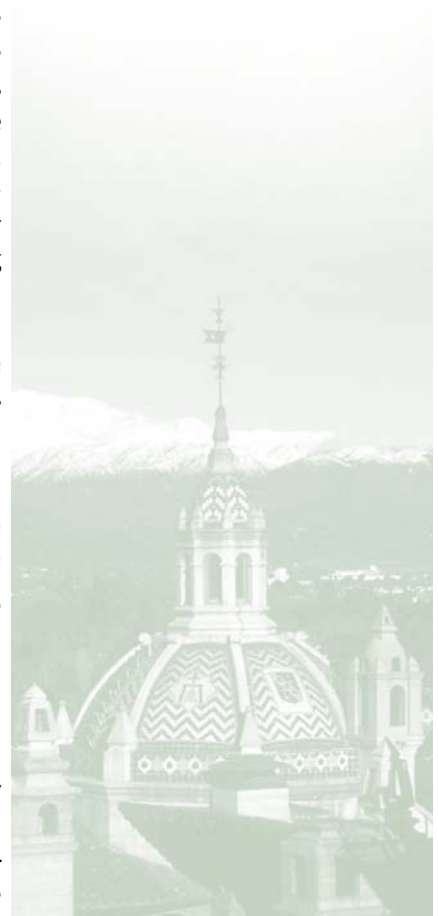
Some readers may find that the objectives and policies do not fully articulate how the City will achieve its aims. Further articulation can be found in the Implementation Guide under separate cover from the General Plan (See Appendix A). The Implementation Guide identifies specific actions the City will undertake toward putting each objective and policy into action working toward implementing the City's Vision. Adopted separately from the General Plan, the Implementation Guide is intended to be reviewed and updated periodically as needed to allow decision-makers to adjust to current community priorities and funding resources.

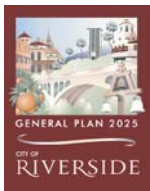
Figure I-1 (Planning Area Map) outlines the Planning Area addressed in this Plan, which includes the City's corporate limits as well as lands within Riverside's **Near** Sphere of Influence.

In addition to the Near Sphere of Influence, the City has adopted an expanded sphere, illustrated in Figure I-2, referred to as the Extended Sphere of Influence. General Plan policy that applies to the extended sphere is contained in the May 1998 Southern Sphere of Influence Plan.

GENERAL PLAN REVIEW & AMENDMENTS

The General Plan is intended to be a dynamic document and the City will review and evaluate it and the corresponding Implementation Plan (Appendix A) annually to respond to changing conditions and neighborhood needs. In addition, amendments to the General Plan may be





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considered on a quarterly basis. The following sections outline the processes for review and amendments.

Annual Review

Pursuant to California Government Code §65400 the City will annually review the General Plan and the corresponding Implementation Plan. An annual report will be prepared for review and approval by the City Planning Commission and City Council. Upon approval it will be forwarded to the State Office of Planning and Research (OPR) and the State Housing and Community Development (HCD) office on or before October 1 of each year¹¹.

The purpose of the annual review report is to provide information on:

- ❖ how the General Plan is being implemented;
- ❖ any necessary course adjustments or modifications to the General Plan needed to improve implementation;
- ❖ the correlation between land use decisions that have been made during the past twelve months and existing objectives, policies and tools; and
- ❖ the progress made in meeting the City's share of regional housing needs determined pursuant to California Government Code §65584 and the City's efforts to remove constraints to the maintenance, improvement and development of housing pursuant to California Government Code §65584(c)(3).

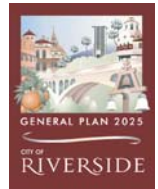
Information and suggestions for preparing the annual review report can be found in the "*State of California General Plan Guidelines 2003*" prepared by the Governor's Office of Planning and Research.

In addition, the City will also annually review the Capital Improvement Program (CIP) of the City and other local agencies for consistency with the General Plan pursuant to California Government Code §65103(c).

Amendments

To assist the City in evaluating any cumulative impacts, approved General Plan amendments will be scheduled for hearings on a quarterly basis. Applications for amendments to the General Plan may be accepted at any time, but the hearing dates will be limited to the

¹¹Governor's Office of Planning and Research, *State of California General Plan Guidelines 2003*.



second Planning Commission meeting in January, April, July and December.

However, the following requested amendments to the General Plan will be accepted for consideration by the City Planning Commission in accordance with the established processing schedule for regular meetings of the Planning Commission:

1. New General Plan Elements, Specific Plans and Neighborhood Plans;
2. Specific Plan amendments;
3. Neighborhood Plan amendments initiated by the City Council; and
4. General Plan amendments related to the annexation of property into the City.¹²

Objective I-1: Ensure that the General Plan and support documents remain relevant to changing conditions and the City's needs.

Policy I-1.1: Annually review the General Plan pursuant to State Law and recommend needed changes to the Plan and the Implementation Plan to the City Council for consideration.

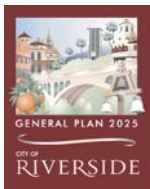
Policy I-1.2: Review the Capital Improvement Plan (CIP) annually pursuant to State Law to ensure its consistency with the General Plan, as it may be amended from time to time.

Objective I-2: Ensure that the cumulative impacts of proposed amendments to the General Plan are considered before changes to the Plan are made.

Policy I-2.1: Limit General Plan amendments to a quarterly review to be heard by the City Planning Commission at the second meeting in the months of January, April, May and December.

¹²City Council Resolution #20561, case P03-0140 signed November 4, 2003.





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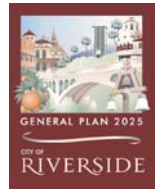
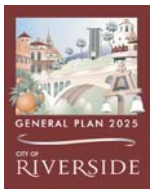


Figure I-1 - Planning Area Map





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Figure I - 2 Riverside Extended Sphere of Influence